



# **Implementation**

Cities are not built by any one entity, but instead are the amalgamation of many actions by different sectors and involved stakeholders. The unique partnership of the City of Rochester, Mayo Clinic, and the University of Minnesota Rochester in undertaking this joint master plan demonstrates that Rochester already understands the importance of a coordinated vision and implementation strategy. For downtown Rochester to be successful, the future will need to involve congruent actions by the private, institutional, non-profit, and public sectors. Since cities and regions are functioning in a highly competitive environment to attract investment, the concerted efforts of all involved must be focused on the Master Plan implementation and a broadly shared outcome. The master plan illustrates the potential of Rochester to reposition itself for the future, moving beyond a medical center and central business district to become a multi-dimensional, urban, world-class downtown. As a complex, vibrant place, Rochester will need to integrate its multiple roles as a medical, business, and education center, urban neighborhood, and cultural and recreational destination. Achieving this will require a continuous, coordinated, and phased effort by all downtown entities.

The following infrastructure, policy, and development initiatives broadly describe recommended changes to help Downtown Rochester become a vibrant, mixed-use downtown made up of the elements of great urbanism. The section below sets forth the strategy for accomplishing the master plan goals and vision, identifying both strategies and project initiatives.

While the infrastructure, policy, and development initiatives are the tools needed to move the plan forward, the final recommendation for the plan is to create a new organizational structure that forms the toolbox that mobilizes resources, expertise, and coordination of the many downtown partners.

## **Downtown Implementation Initiatives**

To leverage private investment, the City will need to continue to pursue a number of Infrastructure Initiatives, improving streets and expanding and enhancing parks and civic space. These investments set the stage for private development. Since these are capital projects, their completion will be phased over time, with some tasks identified as higher priority than others. The cost of new streetscape, parks, transit, and other civic infrastructure should be viewed as an investment, which will bring a return in the form of private investment that over time generates a larger tax base for the City.

**Policy Initiatives** are recommended to move Rochester forward, and ensure that policies and regulations are in place to carry forward the master plan. It is imperative that the City, Mayo Clinic, UMR, and other organizations support the desired development illustrated in the plan. With strong leadership, collaboration, and a focus on policy changes, efforts can begin immediately.

The **Development Initiatives** are real estate projects, strategies, and financing tools that will strengthen and diversify the Downtown Rochester economy in the near- and long-term. By diversifying Downtown, they will also benefit the region's economic development potential. The initiatives are sensitive to market cycles and should be used to prime the pump for likely private investment. In many cases the investment vehicles and structures can be established early to be ready to respond to private sector interest. The financing tools address strategies for public expenditures that will entice building the base of retail and housing, and sustaining the base of office and government uses in the downtown.

# **Infrastructure Initiatives**

Infrastructure is the primary responsibility of the public sector and can be used effectively to leverage private development. The cost of new streetscape, parks, transit, and other civic infrastructure should be viewed as an investment, which will bring a return in the form of private investment that over time generates a larger tax base for the City. Some forms of public infrastructure can generate direct revenues, such as transit fares. Even though this offset is useful, it does not change the fundamental role of infrastructure as a public service that catalyzes private development.

While this plan discusses a wide range of projects to improve access and mobility in Downtown Rochester, a few projects stand out as priorities. These "catalytic" projects are those determined to have the greatest potential benefit for meeting broader downtown development, economic and environmental quality goals. These projects also align closely with Downtown Master Plan foci for land redevelopment, with a particular focus on improving the street level environment for pedestrians and enhancing multimodal access to street level retail businesses.

Short-term and longer-term catalytic projects are identified; the ultimate priority of investment should be supportive of investments in private real estate development, civic amenities, and other public infrastructure investments.

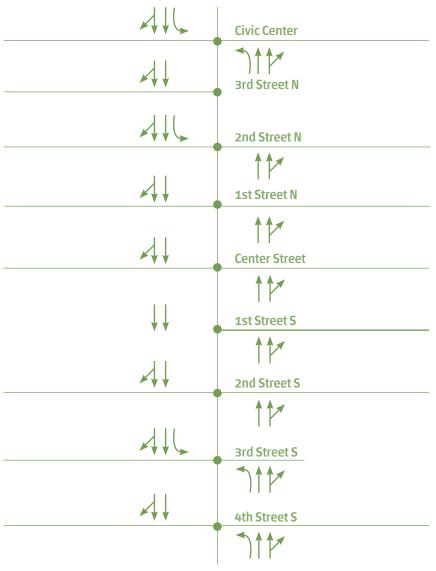
# **Short-Term Catalytic Mobility Projects**

#### First Avenue SW-"Main Street"

The development of 1st Ave SW as a "Main Street" for the proposed urban village is a top plan priority. To support the development of highly walkable subarea with active sidewalks and vital street life, the plan recommends 1st Ave SW be rebuilt between 2nd Street and 6th Street, with the following features:

- · A single 11 foot wide travel lane in each direction
- Angle in parking to optimize short term parking supply
- Pedestrian bulb-outs at all intersections to reduce pedestrian crossing distance and mid-block to provide room for café space and street vendors
- Street trees and landscaping
- Reduced driveway accesses to limit pedestrian conflicts
- Bench rest stops included in pedestrian realm improvements

### **Broadway Approach and Turn Movements**



ILLUSTRAIVE GRAPHIC, DOES NOT INCLUDE EAST-WEST APPROACHES

### **Broadway Complete Street**

The Rochester Downtown Master Plan process has revealed Broadway as a major barrier to meeting City goals to create a vibrant, economically health, walkable and livable downtown. Pedestrian crash data shows that intersections of Broadway at 2nd Street South and 4th Street South are among the most dangerous in the City. Furthermore, residents, downtown business owners, and developers identify Broadway as a "barrier" to walkability and a factor discouraging development on the east side of downtown.

Safety and comfort issues on Broadway are largely a result of street design and operation. There are many streets in U.S. downtowns that carry comparable amounts of traffic and have similar profiles (the 100' building-to-building street width is very common) that are high quality pedestrian streets. The state highway designation (Highway 63) is a barrier to implementing proposed changes, since MnDOT's mission is not congruent with City goals for balanced multimodal access and downtown livability.

Broadway improvements that enhance pedestrian quality, safety, and comfort and create an interesting and vibrant experience for street users will be catalytic and transformational for downtown Rochester. The RDMP recommends a phased approach to developing Broadway as a complete street and a place that someday makes the list of U.S. Great Streets (http://www.greatstreets.org).

#### **Scenarios Evaluated**

The Downtown Mobility Team evaluated several scenarios for transforming Broadway between Civic Center Drive and 9th Street South. Although a variety of design, segment length, and operational variables were examined within each scenario, the primary scenarios evaluated include:

- 4 to 3 lane conversion (one travel lane each direction plus center left turn pockets) with on street parking and bicycle lanes added.
- 4 to 3 lane conversion with outside lane used for transit, high occupancy vehicle and right turn lanes.
- 4 lane with elimination of left turn movements at key intersections and addition of on-street parking.

The following table provides a summary of key variables for each of the three scenarios. The four lane complete street is identified as the preferred scenario to meet walkability, economic development and access/mobility goals. It is possible that elements of other scenarios, such as dedicated transit/turn lanes could be implemented in future years, particularly if Plan mode shift goals are met and auto travel demand is reduced over time.

	IMPACT ON TRAFFIC OPERATIONS	NETWORK IMPACTS	IMPACT ON TRANSIT OPERATIONS	IMPACT ON PEDESTRIAN SAFETY & EXPERIENCE	BICYCLE QUALITY
CLASSIC ROAD DIET: 4 to 3 lane conversion + on street parking and bike lanes	FAILURE	SIGNIFICANT-	FAILURE	SIGNIFICANT+	NONE
	(Without addition of significant right turn lanes traffic LOS is F and many intersections fail completely in current year and with projected 2040 traffic volumes)	(Requires addition of turn lanes on 3rd Ave/Civic Center, which would negatively impact pedestrian safety and quality on those streets)	(Transit could not operate with speed and reliability necessary to be competitive with other modes, including driving)	(Crossing safety, distance, and comfort improve; parking provides buffer from traffic; some negative impacts from congested conditions/idling vehicles)	(Cyclists would likely continue to avoid Broadway under this scenario)
TRANSIT FOCUS:	NONE to	SIGNIFICANT —	SIGNIFICANT+	NONE	MODERATE
4 to 3 lane conversion adding transit lanes in place of on-street parking	SIGNIFICANT — (This scenario would require achievement of dramatic mode shift, eliminating over 10,000 daily in corridor trips)	(Requires addition of turn lanes on 3rd Ave/ Civic Center)	(Transit lanes would improve speed and reliability; right turning traffic would moderate benefits)	(Would reduce traffic conflicts with private vehicles, but creates high speed bus and shuttle traffic at curbs edge)	(Transit lanes could be shared with bikes, particularly for short distribution trips from east-west bike facilities
4 LANE COMPLETE	MODERATE +	MODERATE –	MODERATE +	SIGNIFICANT+	MODERATE +
STREET: Eliminate left turn movements + on-street parking	(Mainline traffic conditions would likely improve slightly due to decreased friction and turn queuing, both under current and future conditions)	(Elimination of left turn movements would add traffic volume on perpendicular corridors (2nd N, 4th S, 6th S) and require more turn movements)	(Elimination of turn movement friction reduces operating conflicts; enhanced curb stops reduce stop time)	(Crossing safety, distance and comfort improve; median refuges provided; parking provides buffer from traffic)	(Slower travel speeds would allow bicyclists to travel safely in lane with vehicles, particularly if sharrows were added)

SCALE OF IMPACTS SIGNIFICANT -MODERATE -NONE MODERATE + SIGNIFICANT 124 Implementation Strategy

#### **Broadway Design Elements**

Signal progressions timed to promote 25 MPH average speeds.

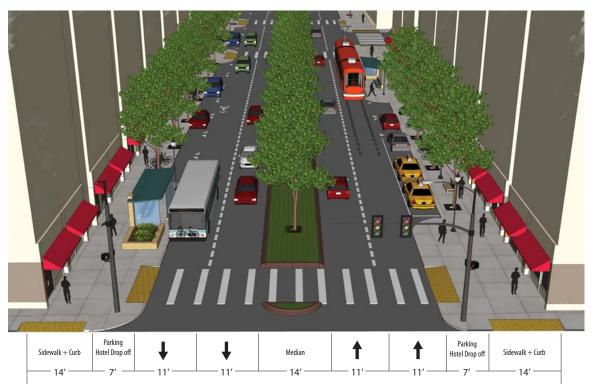
- Left turn movements eliminated at:
  - » 2nd Street N (NB)
  - » Center Street (NB and SB)
  - » 2nd Street S (NB and SB)
  - » 4th Street S (SB)
- In the northbound direction, traffic bound for Mayo Clinic or downtown areas west of Broadway would be routed west on 6th Street or 4th Street.
- In southbound direction, traffic bound for Civic Center or areas east of Broadway would be routed east on Civic Center and 2nd Street N.
- New traffic signal at 1st Street N; eliminate section of median to allow east-west traffic movements.
- Implement leading pedestrian interval (LPI) signal phases at busy pedestrian intersections to provide pedestrians an advantage over right turning vehicles and increase visibility in the crosswalk.
- New traffic signal at 3rd Street S; pedestrian and bicycle only phase for east-west direction; no auto traffic crossing Broadway.
- As street and adjacent land redevelops, eliminate curb cuts/parking entrances where possible.
- · Locate entrances for future parking ramps on perpendicular streets with quality signage on Broadway.
- Proposed changes would require Rochester to assume control of Broadway from MnDOT.

#### **Phasing Broadway Improvements**

The proposed Broadway Complete Street design does not reduce lane capacity, ensuring that the Broadway will operate efficiently with current and projected (2040) traffic volumes.

Broadway was fully rebuilt in 1989 with a functional life of 40 years and will, therefore, need to be rebuilt in the plan timeframe of 20 years. However, pedestrian improvements and traffic management on Broadway are a high priority and several interim actions are needed to implement the full plan. This suggests a phased approach to transforming the Broadway corridor summarized in the following table:

BROADWAY PHASI	BROADWAY PHASING			
	Control the Street	The city of Rochester will need to take control of Broadway from MnDOT to enable a complete (phased) redesign of the street and its signal system.		
SHORT TERM O TO 3 YEARS	Develop Signal Timing Strategy	Broadway traffic and pedestrian bicycle signals should be redesigned to promote safe conditions for all street users. This would include progressions to encourage 25mph average speeds, use of leading pedestrian intervals, and introduction of pedestrian/bicycle only phases at key intersections crossing Broadway (i.e. 3rd Street South).		
	Install Directional Signage (Wayfinding)	The City should implement traffic guidance signage that supports the proposed street design, including direction travelers impacted by elimination of right turns.		
MEDIUM TERM 4 TO 10 YEARS	Reconstruct Broadway from 4th Street South to 1st Street South	2nd Street South and Broadway is the highest priority downtown intersection for pedestrian safety improvements. If possible, the City may wish to reconstruct this street segment in conjunction with the proposed reconstruction of the 2nd Street S between 1st Ave East and the Civic Center.		
	Reconstruct Broadway from 1st Street South to 2nd Street North	This segment could be done as a second phase, particularly as adjacent parcels are redeveloped with street fronting, pedestrian-oriented uses.		
LONG TERM 11 TO 20 YEARS	Install Streetcar Tracks and Stations	If Rochester chooses to develop a streetcar line in the Broadway corridor, tracks and simple curbside stations can be added without a major rebuild of the major street (assuming utilities are not an issue). It would save costs if streetcar construction could be combined with other Medium Term improvements.		
	Convert Outside Lane for Transit, Shuttle and right turning traffic (option)	This is an optional phase that would only be possible in a scenario where local transit has been reconfigured to take advantage of Broadway as a Primary Transit Corridor, significant investment in transit service (low headway service in this corridor) has been made, and more shift goals have been achieved or surpassed thereby reducing downtown access demand by private automobile.		



PROPOSED STREET SECTION FOR BROADWAY

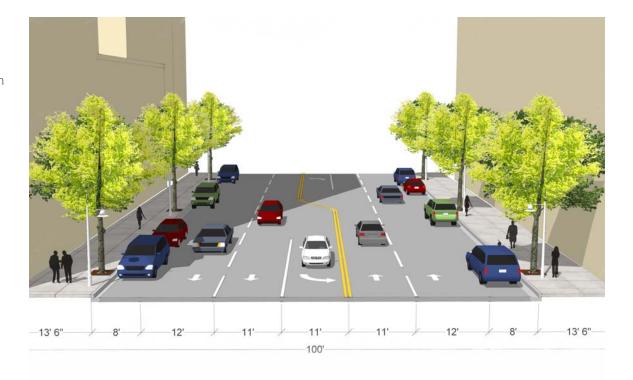
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#### **2nd Street Southwest**

The 2nd Street reconstruction project will redevelop the segment of 2nd Street between 1st Avenue W to just west of 6th Avenue. Similar improvements should be implemented to the east from 1st Avenue W to Civic Center to enhance pedestrian conditions, beautify the streetscape, and reduce intersection and driveway conflicts. As shown to the right, the proposed cross section includes:

- Reduced lane widths for expanded sidewalks
- Curb bulbs at signalized intersections
- Parallel parking on both sides
- No right turn on red eastbound at Civic Center Drive
- Street trees





THE ILLUSTRATED SUBGRADE ENTRANCE TO PROPOSED FUTURE PARKING FACILITIES (NORTH AND SOUTH OF 3RD STREET) REQUIRES FURTHER ENGINEERING ANALYSIS TO DETERMINE FEASIBILITY. IF DETERMINED INFEASIBLE, ACCESS COULD BE PROVIDED AT GRADE. HOWEVER, THIS COULD REQUIRE SOME ROADWAY DESIGN CHANGES TO LIMIT PEDESTRIAN AND BICYCLE CONFLICTS

#### 3rd Street SW/SE

The segment of 3rd Street S between 3rd Ave and the Zumbro River has great potential as a pedestrian focused street. Currently, the block between Broadway and 1st Ave W is among the most pedestrian friendly retail blocks in the downtown, at least on the south side of the street. 3rd Street also provides one of the best opportunities to provide protected bicycle connections into downtown from the trail system along the Zumbro River.

A unified design should be developed for this corridor that includes:

- A pedestrian plaza on east of Broadway to the River with limited auto access only to enter future parking facilities north and/or south of 3rd Street
- · Angle in parking retained and expanded to optimize short term parking
- A two-way protected cycle track from the River to 3rd Ave West (this might be implemented in segments with the segment between the River and 2nd Ave West being a priority)
- Street trees
- A continuous canopy to provide weather protection for pedestrians designed to minimum safety, size, and functional requirements
- Curb bulbs at intersections to reduce pedestrian crossing distances
- Design features such as removable bollards that allow segments east of Broadway to be closed and used as a "festival street." but also allow snow removal

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# **Longer-Term Catalytic Mobility Projects**

#### 2nd Street SW (Streetcar)

Downtown streetcar circulators are returning to city streets across the United States. Transit operators have recognized rail transit as more cost effective than buses in corridors where ridership demand is high, but the most influential factor in the return of the streetcar is the catalytic effect rail transit investment has on real estate development. The transparency and appeal of these rail circulators has led to significant land development along corridors where they have been built, in places ranging in size from Seattle to Little Rock to Kenosha, WI. Rochester has high demand for mobility in the 2nd Street corridor between Saint Marys and the Government Center, particularly when ridership on Mayo Clinic shuttles is included. This plan recommends that the City study the feasibility of a streetcar circulator system, with a focus on an initial operating segment in this corridor. The existing street section could easily accommodate a mixed-flow streetcar; in some places it may be desirable to operate the streetcar in exclusive right-of-way as depicted to the right.





#### **Center Street**

Center Street is one of just two major corridors that traverse downtown in an east-west direction and cross the Zumbro River. Providing important connections to downtown adjacent neighborhoods to both the east and west, Center Street is a priority for improvements that enhance travel for pedestrians and cyclists. This plan recommends this corridor for application of Complete Streets policies in a unified corridor design. Specific improvements include:

- On street parking
- Center medians with street trees or landscaping
- Left turn pockets at major intersections
- Reduced width travel lanes (11 feet)
- Shared lanes for bicyclists marked by "sharrows"
- Wider sidewalks with street trees

## **District Parks and Civic Open Space**

Parks and open space are another means to create value for adjacent real estate, while also providing a civic amenity for all residents and appealing to visitors. The investment should be made in an interconnected open space system that is visible and identifiable as part of the Downtown's identity. Peace Plaza is a prime example of public investment that leverages private development. A similar strategy can be done for Soldier's Memorial Field, Central Park, and the River. In order to make the parkland and river more of an amenity, these areas should be enhanced to create an active and inviting edge. The new parks would reinforce the identity of Downtown Rochester as a pedestrian friendly downtown. A combination of private and public efforts need to focus on creating smaller pocket parks and civic spaces that provide an identity appropriate to each district. To create focus and identity, examples would be:

- · A civic plaza with active programming across from the Library along the river as well as riverfront promenade to highlight the Riverfront and Arts District
- · A series of smaller parks along the 3rd and 4th Ave corridors within the Education and Research District to provide breathing room for the office buildings and a pathway from the neighborhood to Mayo Clinic
- Anchoring the southern end of 1st Avenue, a plaza at the entrance to UMR that celebrates the synergies between the University and the Downtown
- Park investments and infill development in the existing park to the east of Government Center which extends river development to the east and provides an improved setting for the Farmer's Market (if that location becomes its permanent home)

Since the Peace Plaza and 1st Avenue already have numerous events, consideration should be given to initiating events on other streets that lack activity at night and on the weekend, such as 2nd Street near the Mayo Civic Center. Existing businesses would then be able to benefit from the general foot traffic at these off peak times. Additional consideration should be given to the location of the Farmer's Market, and to establishing a permanent home that assures it will stay in Downtown. While one option is to keep it in its current location, an alternative option is to move it to a location closer to the retail core that would capitalize on other Downtown assets and encourage the attendees to stay and patronize other downtown businesses.



THE SYSTEM OF OPEN SPACE ENVISIONED IN DOWNTOWN ROCHESTER



DOWNTOWN WAYFINDING IN BATON ROUGE, LOUISIANA

# **Identity and Wayfinding**

It is important to have a clear message to express the core values of Downtown Rochester—a message that is consistent, unique and memorable, resonating with a wide audience. The RDA's development of the Downtown brand distills words, images and symbols into a compelling graphic statement. The brand should be communicated to create a sense of place. Developing this core brand image is the best first step—and one that will provide consistency and clarity of message for downtown businesses, visitors and the general public. The logo, typography, color and naming developed should serve as a the foundation for use in all media, ensuring consistency of message for print, websites and mobile communications, for local national outreach, and investor relations.

Downtown's street network, extensive structured parking system and its multi level pedestrian systems can make wayfinding a challenge for visitors. Working together, the City and the RDA are developing a comprehensive wayfinding program for vehicular, parking and subway and skyway signage. This wayfinding program should build upon the graphic identity established in branding efforts, recognizing that ADA guidelines, MnDOT regulations and the functional requirements for effective wayfinding will result in some variation between the two efforts. Consideration should be given to expanding the wayfinding program to include gateway/markers, kiosks, banners, historic and other interpretive graphics. Highlighting Downtown's trails, parks and open spaces would help create awareness of the River and the entire network.

# **Policy Initiatives**

The Policy Initiatives underlie all other public and private projects downtown. They address the fundamental issue of leadership, advocacy, and clarity of direction. Downtowns are complex places with many different interests. A central and focused entity can become the cheerleader and the advocate for all things related to the geography of downtown, coordinating with other entities and becoming a clearing house for ideas and actions. Of all cities, Rochester has much to market, but this information must be broadcast both widely and in a very targeted manner to attract investment from outside the region. The approval processes then become the tools by which the downtown leaders attract, direct, and shape the investment to achieve the best long term goals of the community. The mobility policy initiatives range from new partnerships to additional shuttle services and are delineated between immediate priorities and more longer term solutions.

## **Zoning and Guidelines Initiatives**

Zoning and design guidelines are powerful tools to shape development, although a careful balance must be struck to encourage investment while providing appropriate oversight to achieve a civic outcome. Currently, Rochester has a traditional form of zoning that is prescriptive for elements such as use, height, density, setbacks, and parking. For example, drive thru businesses and car dealerships are currently allowed in the Fringe Zone and Parks are considered an accessory use in the Downtown Zoning. Traditional zoning often does not take a proactive stance on community goals and incentives to achieve desired urban form. Without specific restrictions, the City lacks the power to provide possible incentives such as extra height in exchange for more amenities like open space, green buildings, or quality ground floor pedestrian environment. Similarly, regulations that are overly permissive in terms of height and mass can create the perception that the City gives away too much to incent development.

The general move in cities toward form based zoning and design guidelines is a positive trend in that the emphasis is weighted toward promoting good urban design and mixed use rather limiting flexibility and separation of land uses. In the past few years, the City of Rochester has been actively updating aspects of their regulations such as the Urban Village Design Guidelines. However, beyond the Urban Village, if the use is byright then design guidelines are not required. The City should consider key specific regulations for four districts of downtown. In addition, the skyway system should also be under the umbrella of design guidelines. Currently, the City owns the skyway bridges, while the abutters maintain them. The City should conduct a comprehensive review of the goals of the skyway system and should consider defining specific criteria to evaluate all proposed extension of the skyway system to meet the goals and principles outlined in the master plan.

Consideration should be given to creating a site plan review board for all projects within the Downtown that has a transparent process and clear expectations. The overall focus should be on those issues that affect the pedestrian and the community, such as relationship to the street and form, and on clarifying expectations and supporting regulations with a straightforward and consistent development review process that does not slow down investment, but also achieves community goals. Additionally, the City should complete a comprehensive review of their zoning as it relates to downtown development to achieve the vision of this master plan.

Organizational structure and zoning changes are not the only options available to encourage appropriate development and achievement of the master plan vision; adding value through mobility policy decisions is another alternative.

#### **Immediate Priorities**

- Partner with Mayo Clinic to improve TDM and parking management programs to reduce parking demand growth. This could include the development of a downtown Transportation Management Association, coordinated remote parking and shuttle investments and development of a parking cash out program. The City and Mayo Clinic should partner with the Rochester Downtown Association to examine the feasibility of a downtown Transportation Management Association as a mechanism to expand travel demand management efforts both in scope (i.e., adding new initiatives) or breath (i.e., expanding beyond those initiatives)
- Implement demand based pricing for most valuable on-street parking and to ensure off-street availability where demand exceeds supply. Use Walker Parking rate study to incrementally increase rates to balance supply and demand using a target of 15% availability at times of peak demand

### Near Term / Long Term

- Conduct Comprehensive Operations Analysis and Service Design Study for the public transit system and implement service changes for bus/shuttles to reduce layover needs on 2nd Street and increase service frequency on 2nd Street S, Broadway and other primary downtown transit corridors
- Study the feasibility of a 2nd Street circulator shuttle (branded bus) or fixed-rail streetcar, including an evaluation of eligibility for Federal Transit Administration capital funding through the New Starts/Small Starts program
- Review and revise parking codes for non-CBD/CDC zones in the fringe areas of downtown, including the elimination of minimum requirements and development of more flexible shared parking policies
- Develop a City bicycle program; require bike parking with new development; create bicycle policies and incentives
- · Develop and adopt skyway design standards to minimize visual impacts of new skyway development

## **Development Initiatives**

Underlying any good plan is a comprehensive approach to development including both the public financing tools, feasible development program, and desired development projects.

### **Financing Tools**

To advance Master Plan initiatives, a variety of financial tools are available for community development in Rochester. Many of these tools already exist in Rochester and should be further utilized to achieve the goals of the Master Plan, while a few are new tools that could be introduced into to leverage additional development. The most applicable tools are:

#### **Downtown Property Tax Abatement**

Formed following the 2004 Market-Based Downtown Plan, the downtown property tax abatement collects about \$1.3 million each year. These funds can be used for improvements that are in the public interest by increasing or preserving the tax base, providing employment opportunities, constructing public facilities, redeveloping blighted areas and providing access to services for residents. Since 2004, property tax abatement proceeds were used to create the new Peace Plaza and have funded an extension of the skyway system on 1st Avenue. Having a 15-year term, tax abatement funds will be available through 2019.

#### **Parking Enterprise Fund**

Rochester's parking enterprise fund collects all downtown parking revenues and reinvests them into the maintenance, operations, improvement and expansion of the municipal parking system. The fund currently has a balance of about \$12 million and it nets nearly \$1 million in revenue annually that could be reinvested in parking improvements. To help advance the Master Plan, parking enterprise funds could be strategically reinvested in parking that leverages new private sector investment.

#### **Capital Improvement Fund**

Rochester's capital improvement fund provides resources for the citywide maintenance and expansion of critical infrastructure, including streets, parks, storm water drainage and civic facilities. To the extent that recommended civic improvements from the Master Plan can help meet citywide capital improvement fund goals, this fund becomes a logical source.

#### **Special Assessments**

Special assessments, which afford property owners the opportunity to pay for public realm improvements over time and through property tax assessments, are commonly used throughout the nation. However, their use in Minnesota is restricted due to the legal requirement that projects funded by special assessments create a commensurate increase in property values. Some of the improvements envisioned by the Master Plan appear to meet this test, including the continued expansion of the pedestrian skywalk system and other capital improvements such as the proposed 6th Street bridge, so they may also be at least partially funded by special assessments.

#### **Special Services District**

Formed in 2005 pursuant to recommendations within the 2004 Market-Based Downtown Plan, the downtown special services district (SSD) created an assessment that partially finances the work of the Rochester Downtown Alliance (RDA). For 2009, \$173,000 in SSD was budgeted, plus \$150,000 in contributions from the City and Mayo Clinic. These funds support marketing and special events that are produced by the RDA. The current SSD has been extended through 2015. The SSD should be considered a source of revenue to fund efforts to enhance the downtown "experience," including tenant recruitment and retention efforts. In addition, the University of Minnesota should consider adding a contribution to the SSD, similar to that provided by the City and Mayo Clinic.

#### Tax Increment Financing

Used throughout the nation, tax increment financing (TIF) allows revenue from future increases in property taxes (i.e. "incremental increases") to be reinvested in downtown improvements. TIF districts are limited in Minnesota due to laws that allow broad state control of portions of the property tax levy; however, it could be useful in downtown Rochester on a project-by-project basis, or if a large area (such as east of the river) is prepared for redevelopment.

### Resources from the Mayo Clinic and University of Minnesota:

As the two anchor institutions for downtown, resources from the Mayo Clinic and University of Minnesota Rochester could be utilized to advance housing and business development efforts in downtown. Investments in community development will help both institutions by creating living opportunities, services and entertainment that is sought by institutional employees, students and visitors. Options for institutional investment include:

- · Leasing and/or purchase commitments to help advance housing projects. The University of Minnesota has demonstrated this form of participation by pre-leasing student housing units in a project that is currently being developed on 1st Avenue
- Procurement of goods and services with local firms. National community development models are emerging in which major institutions, such as hospitals and universities, are directing procurement opportunities to incubate and grow local companies
- Direct investment in both housing and business development through equity and grants

Downtown Rochester is fortunate to have two primary economic drivers within the downtown core area—Mayo Clinic and UMR—whose presence will help generate healthy growth in the downtown for years to come. Still, the development program for the plan has been phased in order to realistically allow for growth over time and for the private development market to adjust to offering new products for the downtown. Considering current demand and future growth, the plan projects the following development potential:

- Over the next 20 years, from 1,900 to 4,200 new housing units can be supported in the study area
- Projected retail opportunities include 39,000 gsf in the near term by 2015, and up to 143,600 gsf by 2030
- Hotel demand can support 259 new rooms by 2015 and 1,035 rooms by 2030
- Office growth will include 90,000 gsf by 2015 and up to 360,000 by 2030

A master plan with a broad base of public support that is endorsed by the community provides confidence for private investment. With a foundation of strategic infrastructure investments and policy adjustments, the focus can be on leveraging private sector investment in downtown. High quality development on strategic sites can catalyze further private investment in downtown and set the tone for the caliber of development envisioned for a vibrant downtown. Critical catalyst developments include:

- Development of the UMR campus and associated public-private development along the 1st Avenue corridor
- Redevelopment of under-utilized surface lots and aging structured parking along the river south of 2nd Street into a mixed use development oriented to the river
- Research-based partnership buildings along 3rd and 4th Street, connecting Mayo's core campus south to education and research opportunities at UMR



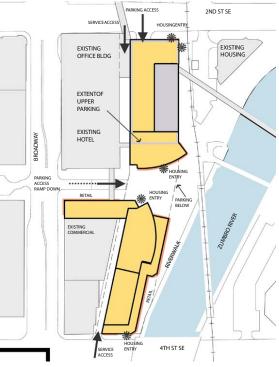
### **Riverfront Development Project**

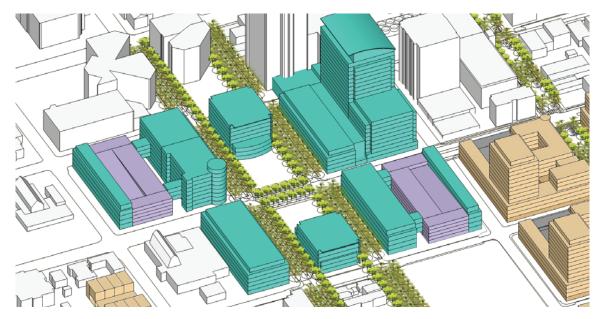
HOUSING TOTAL 550,000 SF, 460 UNITS

RETAIL TOTAL 58,000 SF

PARKING TOTAL 600 STALLS (200 BELOW GRADE)





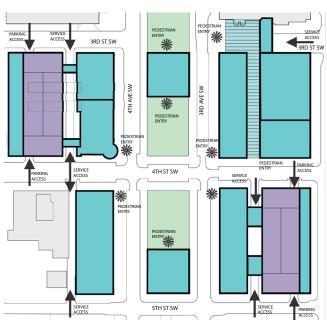




### Academic & Research **Development Project**

ACADEMIC & RESEARCH 1,900,000 SF 1600 STALLS PARKING

ACADEMIC & RESEARCH PARKING



### **1st Avenue Project**

TYPICAL BLOCK 320,000 SF HOUSING 265 UNITS 38,000 SF RETAIL





The Downtown Rochester Master Plan provides a development framework that is reliant on many incremental policy and investment decisions that will be made over the next 20 years. To guide Rochester toward the master plan vision, the implementation strategy has recommended policies and investments that should be considered for short-term, mid-term and long-term initiatives. The near term investments are considered transformational—infrastructure, policies, and development activity that will lay the foundation for implementing the longer term vision and framework articulated within the plan.

A summary of priorities and sequencing is shown on the following table:

	POLICY/REGULATORY	INFRASTRUCTURE	DEVELOPMENT
HORT TERM D-2 YEARS)	Assess and amend the zoning ordinance and the development review process to ensure compatibility and consistency with plan concepts; develop design guidelines for each of the downtown districts; consider creating a site plan review board  Review and revise parking codes for non-CBD/CDC zones, including: reducing or eliminating minimum parking requirements; establishing maximum standards limiting the amount of parking allowed; establishing more flexible shared parking policies; and, encouraging alternatives to employee parking  Partner with Mayo Clinic and other downtown businesses to review existing transportation demand management and parking demand programs and develop mode split goals, strategies and timelines to achieve mode split  Investigate the creation of a Transportation Management Association  Implement demand based pricing practices for public parking	Rebuild First Avenue SW between 2nd and 6th Streets in accordance with plan recommendations and Complete Streets policy  Begin Phase 1 Broadway improvements (see page 123)  Implement identity and wayfinding program  Begin to incorporate bike lane improvements associated with street infrastructure projects (ongoing)  Begin to invest in parks and open spaces, in coordination with streetscape and development improvement opportunities	Use Downtown tax abatement and city capital improvement funds to finance capital improvements (on-going activity)  Continue use of Special Service District and incorporate UMR contribution  Use TIF on a project by project basis  Development Target:  Restaurant—attract a new concept to downtown  Boutique retail—attract 2 new retail stores  Housing—develop 50 units  Explore opportunities for bio-medical spin-offs (on-going activity)  Acquisition of properties for UMR Campus Development

Rochester's economic success is rooted in the city's tradition of public/private partnership and collaboration. In the summer of 2010, Kiplinger's Personal Finance magazine rated Rochester as one of the nation's top cities for the next ten years, in the same league as Seattle, Austin and Boulder. The rationale for Rochester's top rating included its anchor institutions, including the Mayo Clinic, IBM, and the new University of Minnesota Rochester campus, plus the ability of the city's public, private and non-profit sectors to work together to solve civic problems and capitalize on shared opportunities.

Evidence of these partnerships in downtown Rochester includes:

- The Mayo Clinic's investment in the Rochester Area Foundation's initiative to improve and add housing to center city neighborhoods
- Investment of City sales tax proceeds in higher education initiatives including the development of a downtown UMR campus
- The development of the Minnesota BioBusiness Center
- The University of Minnesota Rochester's leasing commitment to help develop nearly 200 units of student apartments that will soon be under construction
- The Minnesota Partnership for Biotechnology and Medical Genomics
- Mayo and City support for the Rochester Downtown Alliance

The Downtown Rochester Master Plan builds upon the momentum created by these recent accomplishments. In addition, the Mayo Clinic-led Destination Medical Community (DMC) process promises to further concentrate community attention on improving downtown. DMC is a strategic planning process with the goal to provide the ideal patient and visitor experience and become the world's premiere destination medical community. DMC will be undertaking extensive market research of its visitor and patient markets over the next year to identify community improvements and activities. Many of the recommendations from DMC and the Downtown Master Plan are likely to be complementary.

The organizational framework for advancing the Downtown Master Plan aims to build upon Rochester's tradition of public/private partnership, plus capture the economic horsepower and resources from downtown's anchor institutional uses. Both short-term and mid-term strategies are offered. In the short term, key players from the

Master Plan Steering Committee should remain engaged to ensure the completion of short-term objectives. This will require allocation of appropriate staff resources to assist the committee. The mid-term strategy is to create an organizational mechanism that can best advance the implementation of both Downtown Master Plan and DMC recommendations.

### Short-Term: The Next 12 to 18 Months

The Downtown Master Plan process has been guided by a Steering Committee that is composed of representatives from stakeholders groups that have a direct interest in the future of downtown, including:

- City of Rochester
- Mayo Clinic
- · University of Minnesota Rochester
- Rochester Downtown Alliance
- Rochester Area Foundation
- Rochester Area Economic Development Inc.
- Rochester Area Chamber of Commerce

To guide the short-term implementation of key Master Plan initiatives, it is recommended that the Steering Committee continue to provide oversight as a Master Plan Advisory Committee. The Master Plan Advisory Committee is envisioned to meet periodically (every two months) to share, monitor and promote progress. The three largest institutional investors of the Master Plan, the City, Mayo Clinic and University of Minnesota Rochester, would share the administrative responsibility and oversight of the Advisory Committee and Master Plan initiatives.

# Mid-Term: Beyond 18 Months

To implement both the Downtown Rochester Master Plan and key recommendations from the Destination Medical Community strategic plan, Rochester will need a downtown-focused champion that will mobilize resources and expertise from each of the project partners.

Downtown is fortunate to have the support from three key institutional anchors – Mayo Clinic, the University of Minnesota Rochester and the City of Rochester. Throughout the nation, community development partnerships are emerging that tap the energy, resources and vision from major local institutions including hospitals and universities. These partnerships are becoming more important in the aftermath of the Great Recession, as local solutions to project development and finance are crafted in the absence of traditional credit and equity sources.

In Rochester, key partners and roles for a downtown development partnership include:

- City of Rochester—Provides the regulatory framework and creates financial resources that can advance implementation
- Mayo Clinic —As anchor land use for downtown and its primary employer, Mayo's parking, transit, and development policies are critical to downtown's success; Mayo guides its own campus master plan, and offers resources that could help advance implementation
- University of Minnesota Rochester Anchor land use for downtown, significant future employer, guides its own campus master plan, and offers resources that could help advance implementation

Supporting partners that should also be included:

- Rochester Downtown Alliance—Unified private sector voice for downtown, manages the downtown experience including marketing and events, offers resources through the Special Services District and sponsorships
- Rochester Area Foundation—Non-profit community organization that could provide linkages between downtown and neighborhood planning efforts, focus on connectivity and assistance to advance workforce and other subsidized housing products
- Rochester Area Economic Development Inc
   — Regional economic development agency that can assist in business recruitment and retention, arranging business capital and attracting new jobs and investment to downtown
- **Rochester Area Chamber of Commerce**—Rochester's regional business advocate will promote downtown development, the expansion of downtown's anchor institutions and liaison with other promotional agencies, such as the Convention & Visitors Bureau

A Rochester downtown development partnership is suggested to facilitate and advance the development recommendations from the Master Plan. The partnership could initially be the recommended Advisory Committee charged with overseeing and monitoring plan progress. Over time, as the Destination Medical Community strategic plan is completed, the informal alliance should consider evolving into a more formalized structure, similar to a non-profit Community Development Partnership (CDP); other options could include a strengthened redevelopment authority or economic development authority. Other cities have formed CDCs based upon hospital-universitycivic partnerships to build housing, redevelop property, strengthen schools and community amenities. We envision a Rochester downtown development partnership as having the organizational capacity and institutional backing to advance many development components of the Master Plan, particularly housing and small business development. Case studies of successful CDC approaches are provided from Cleveland, Philadelphia and Hartford.

Common in neighborhood development contexts, a CDC is a grassroots 501(c)3 non-profit organization that can help advance real estate and infrastructure improvements. Potential advantages of a Downtown Rochester CDC could include:

- Provide focus and expertise to champion downtown development
- · Provide an organizational structure that can unify and leverage the resources from downtown's major institutional and civic stakeholders
- Ability to target resources to specific properties
- Ability to work throughout the Downtown Master Plan boundaries
- · Ability to advance community improvement recommendations resulting from the Destination Medical Community strategic planning process
- Flexibility to respond to opportunities that an uncertain market may bring

We envision a Rochester downtown development partnership as having the organizational capacity and institutional backing to advance many development components of the Master Plan, particularly housing and small business development.

# **Collaborative Community Development Approaches**

ORGANIZATION	MISSION/FOCUS	PARTNERS	PROGRAMS
SINA SOUTHSIDE INSTITUTIONS NEIGHBORHOOD ALLIANCE HTTP://SINAINC.ORG HARTFORD, CT 2007: \$4.3 MILLION (~\$700K FROM PARTNERS; REMAINDER FROM GRANTS AND REVENUES)	A PARTNERSHIP BETWEEN CONNECTICUT CHILDREN'S MEDICAL CENTER, HARTFORD HOSPITAL AND TRINITY COLLEGE, THAT COOPERATIVELY WORKS WITH THE COMMUNITY TO DEVELOP LEADERSHIP AND IMPROVE THE ECONOMIC, PHYSICAL AND SOCIAL CHARACTERISTICS IN URBAN HARTFORD NEIGHBORHOODS	TRINITY COLLEGE  HARTFORD HOSPITAL  CT CHILDREN'S MEDICAL CENTER  VARIETY OF BUSINESSES AND NON- PROFITS IN THE COMMUNITY	AFFORDABLE HOUSING COMMUNITY SAFETY ECONOMIC DEVELOPMENT COMMUNITY LIFE AND EDUCATION
UNIVERSITY OF PENNSYLVANIA THE BARBARA AND EDWARD NETTER CENTER FOR COMMUNITY PARTNERSHIPS HTTP://www.upenn.edu/ccp/index.php 2009: \$5.3M ANNUAL BUDGET APPROXIMATE BREAKDOWN: \$1M FROM UNIV,; \$3M FROM GRANTS; \$1M CONTRIBUTIONS	THE NETTER CENTER IS BASED ON THREE CORE PROPOSITIONS: PENN'S FUTURE AND THAT OF THE COMMUNITY ARE INTERTWINED; PENN CAN IMPROVE THE QUALITY OF LIFE IN THE COMMUNITY; PENN CAN ENHANCE ITS OVERALL MISSION OF ADVANCING KNOWLEDGE BY HELPING IMPROVE THE QUALITY OF LIFE IN THE COMMUNITY.	A WIDE VARIETY OF CITY, STATE AND FEDERAL ORGANIZATIONS FOCUSING ON HEALTH, EDUCATION, HOUSING, AND OTHER RESOURCES	HOUSING DEVELOPMENT LOW-INTEREST FINANCING, COUNSELING AND FORGIVABLE LOANS CLEAN AND SAFE PROGRAMS COMMERCIAL AND REAL ESTATE DEVELOPMENT ECONOMIC DEVELOPMENT—JOB TRAINING, SKILLS AND INCUBATION EDUCATION—CONNECTING UNIVERSITY RESOURCES WITH COMMUNITY NEEDS
HOWARD UNIVERSITY  CENTER FOR URBAN PROGRESS  HTTP://WWW.COAS.HOWARD.EDU/HUCUP/ABOUT_COMMDEVPROJECTS.HTM  BUDGET: A PROGRAM OF THE UNIVERSITY, DEPARTMENT BUDGET UNKNOWN	TO ADDRESS URBAN CHALLENGES THROUGH UNIVERSITY-COMMUNITY PARTNERSHIPS THROUGH RESEARCH, INNOVATIVE ACADEMIC PROGRAMS, TECHNICAL ASSISTANCE TO URBAN AGENCIES AND COMMUNITY REVITALIZATION INITIATIVES	HUD DC PUBLIC SCHOOLS US DEPARTMENT OF ENERGY US DEPARTMENT OF EDUCATION US SBA	SMALL BUSINESS DEVELOPMENT WORKFORCE DEVELOPMENT TECHNOLOGY ACCESS HOPE VI EVALUATION PROJECT COMMUNITY LEADERSHIP TRAINING PRE-K THRU 12 EDUCATION

